

AD-A098 171

NATIONAL CAPITOL SYSTEMS INC WASHINGTON DC

F/6 15/3

SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES IN LARGE SCALE ---ETC(U)

JAN 81

DCPA01-79-C-0293

UNCLASSIFIED

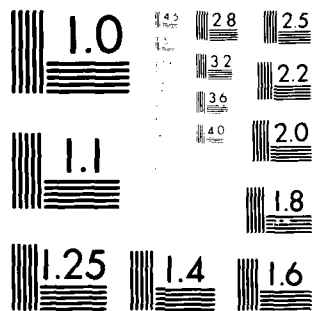
CD-2

JNL

[16]
AD-A
79-01-0293



END
DATE
FILMED
5-81
DTIC



MICROCOPY RESOLUTION TEST CHART

NATIONAL BUREAU OF STANDARDS-1963-A

AD A 098171

LEVEL II

12

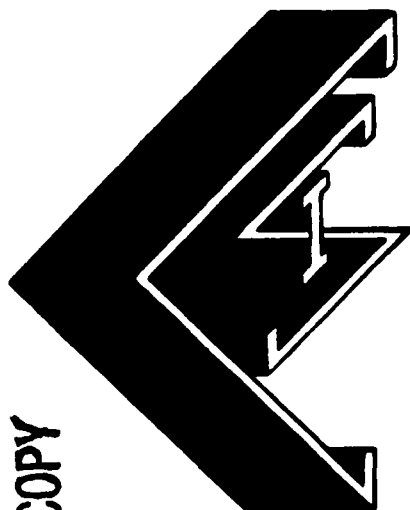
SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES
IN LARGE SCALE POPULATION RELOCATION

FINAL REPORT

CONTRACT NO. DCPA 01-79-C-0293
WORK UNIT 4821H

JANUARY 1981

APPROVED FOR PUBLIC RELEASE: DISTRIBUTION UNLIMITED



DTIC FILE COPY

NATIONAL CAPITOL SYSTEMS, INC.
WASHINGTON, D.C.

81 4 24 042

SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES
IN LARGE SCALE POPULATION RELOCATION

FINAL REPORT

Contract No. DCPA 01-79-C-0293
Work Unit 4821H

January 1981

By

NATIONAL CAPITOL SYSTEMS, INC.
1900 L Street, N.W., Suite 310
Washington, D.C. 20036

For
Federal Emergency Management Agency
Washington, D.C.

FEMA Review Notice

This report has been reviewed in the Federal Emergency Management Agency and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Federal Emergency Management Agency.

APPROVED FOR PUBLIC RELEASE: DISTRIBUTION UNLIMITED

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
	ADA 098 171	9
4. TITLE (and Subtitle)		5. TYPE OF REPORT & PERIOD COVERED
6 Special Problems of Blacks and Other Minorities in Large Scale Population Relocation.		Final Report May 1979 - October 1980
7. AUTHOR(s)		8. PERFORMING ORG. REPORT NUMBER
Corporate		CD-2
		CONTRACT OR GRANT NUMBER(s)
		DCPA 01-79-C-0293
9. PERFORMING ORGANIZATION NAME AND ADDRESS		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
National Capitol Systems, Inc. 1900 L Street, N.W., Suite 310 Washington, D.C. 20036		Work Unit 4821H
11. CONTROLLING OFFICE NAME AND ADDRESS		12. REPORT DATE
Federal Emergency Management Agency Washington, D.C. 20472		January 1981
		13. NUMBER OF PAGES
		57
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		15. SECURITY CLASS. (of this report)
(12) 66		UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report)		
Approved for Public Release: Distribution Unlimited		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number)		
Crisis Relocation Minority Problems		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number)		
<p>This report addresses the special problems of the U.S. minority populations in the event the President ordered a massive population relocation in reaction to a serious threat of nuclear attack. To assess the potential problems, National Capitol Systems, Inc. conducted a series of interviews with a cross section of the general public as well as selected representatives of key government employees such as police, fire, public health and welfare. All of the interviews focused on the interviewees' perception of which issues may present a larger problem (continued)</p>		

DD FORM 1 JAN 73 1473

EDITION OF 1 NOV 65 IS OBSOLETE

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

394844

Item 20. (Continued)

The overall conclusion was that minorities will probably experience special relocation problems in several aspects of the crisis relocation process.

Accession For
NHS COPY
DTC
Unhappy
Ju

TABLE OF CONTENTS

I.	INTRODUCTION	1
II.	EXECUTIVE SUMMARY	2
III.	BACKGROUND, OBJECTIVES, METHODOLOGY	5
	A. Background	5
	B. Objective of the Study	6
	C. Methodology	6
IV.	CONCEPTUAL FRAMEWORK	12
	A. Framework for the Analysis	12
	B. Relocation as A Concept	14
V.	RESULTS	17
	A. Introduction	17
	B. Perceived Reality of a Nuclear Attack	19
	C. Transition to Relocation Site	29
	D. Preparedness and Adequacy of the Host Counties	43
	E. When to Relocate	52
VI.	CONCLUSIONS	54
	A. Communication--Credibility; Information Dissemination and Public Compliance	54
	B. Availability of Public Transportation	54
	C. Availability of Private Transportation	56
	D. Host Area Acceptance	56
	E. Shelter	56
	F. When to Relocate	56

I. INTRODUCTION

This report addresses the special problems which may be faced by Blacks and other minorities in the event of a war related massive population relocation.

The information presented was collected through direct contact interviews with a range of public officials and a series of group discussions with the public at large.

The report includes:

- An Executive Summary
- A Discussion of the Objectives and Methodology
- An Overview of the Conceptual Framework of the Study
- The Study Findings
- The Study Conclusions

The reader is cautioned to note that all the problem level assessments presented in this report are based on the participants' perception of the issues.

II. EXECUTIVE SUMMARY

National Capitol Systems, Inc. (NCSI) was contracted by the Federal Emergency Management Agency to examine the question of whether or not Blacks and other minorities might experience special problems in the event that nuclear war became likely and the President ordered a massive population relocation. The methodology involved in conducting this study focused on two basic sources of information:

- Indepth interviews with top level public officials selected in four cities (Atlanta, El Paso, San Francisco, and Harrisburg). These senior officials represented key systems that would have critical functions in mass relocation.
- Workshop group discussions with a cross section of the general public in the above four cities.

The data collected from both the public officials and the group discussion participants covered a range of specific issues under four major subject headings:

- Perceived Reality of a Nuclear Attack
- Transition to Relocation Sites
- Preparedness and Adequacy of the Host Counties
- When to Relocate

One-on-one interviews with minority and majority public officials were conducted by minority and majority NCSI staff. The group discussions were also divided into minority and majority participants and were led by either minority or majority staff.

The public officials (minority and majority) were asked to give their personal opinion as to whether any one of the specific issues under consideration would likely be a greater problem for the minority as opposed to the majority population. The group discussion participants were asked to give their opinion as to the extent they viewed each issue as a problem.

It should be noted that problem level assessments which ranged from 0 = no problem to 4 = insurmountable problem, are presented in terms of how each individual perceived the situation. The reader should not confuse this problem level assessment with conclusions of studies or other sources of information which may or may not have identified a specific crisis relocation issue to be a problem.

While this study was not intended to address solutions to the special problems identified, there are several instances in which suggestions are offered.

Within the limitations of the study methodology and to the extent the data collected is representative of the groups in question, the results of this study indicate that there does seem to be a perceived special minority-oriented problem for several of the issue areas addressed.

The issue areas in which the minorities are perceived as having or presenting a special problem are:

- Communication, Credibility and Information Dissemination

Minorities perceive and/or are perceived as having a requirement for more attention (education) to achieve comparable levels of understanding and recognition of the reality and necessity of crisis relocation.

- Public Compliance

Minorities perceive and/or are perceived as having a lower rate of public compliance to relocation directives.

- Public Transportation

Minorities perceive and/or are perceived as having less access to private transportation in crisis relocation procedures.

- Host Area Acceptance

Minorities perceive and/or are perceived as having a greater problem in being accepted in crisis relocation host areas.

- Shelter

Minorities perceived and/or are perceived as having a greater problem with access to crisis relocation shelters.

The issue areas in which the minorities did not perceive and were not perceived as having or presenting a special problem were:

- Critical Worker Compliance
- Envisioned Possibility and Consequences of Nuclear Attack
- Availability of Fuel
- Traffic Problems
- Relocation of Hospital Patients
- Relocation of Other Problem Groups
- Management of Pets
- Vandalism
- Personal Safety
- Money
- Food
- Medical Care

III. BACKGROUND OBJECTIVES AND METHODOLOGY

A. BACKGROUND

One of the concepts which is currently under study by Civil Defense authorities is the evacuation of people from high risk areas (large cities) to lower risk areas (surrounding counties) in the event that nuclear war became an imminent threat. This concept is referred to as Crisis Relocation Planning (CRP).

The basic underlying assumptions regarding CRP are as follows:

- A nuclear attack upon the United States would likely be preceded by a period of intense international tension and crisis, rather than by surprise. Sufficient time will be available for protective actions to be taken, including the temporary relocation of residents from risk areas to nearby designated host counties.
- Although complete relocation from the risk area will be directed during the initial stages of relocation, certain essential workers will be asked to remain behind and then relocate or take other appropriate shelter immediately prior to attack.
- Some portion of the risk area population, estimated to be between 10 and 20 percent, can be expected to leave during a crisis build-up prior to the order to relocate.
- It is estimated that the majority of the population living in the risk area will relocate in private vehicles.
- The duration of the relocation period could last from one to several weeks, depending upon the severity and outcome of the crisis.
- Relocates will be instructed to carry sufficient bedding, clothing, toilet articles, special medicines, infant supplies and a three-day supply of nonperishable food upon departure from the risk area.
- Sufficient congregate and/or private care space will be identified in the designated host counties to shelter the relocated population.
- The initial relocation movement of the population from risk area to the designated host counties will be completed within three days.

B. OBJECTIVE OF THE STUDY

Recognizing that the implementation of a crisis relocation directive would not be easy for anyone, it occurred to NCSI that the range and extent of the problems might be broader and more acute for America's minority populations. The objective of this report is to identify those areas which might have a selectively greater impact on minorities (Blacks, Hispanics and Orientals) in the event that nuclear war became likely and the President ordered a massive population relocation. While this study was not intended to address solutions to the special problems identified, there are several instances in which suggestions are offered.

C. METHODOLOGY

Aside from the literature and available Census information, the data for this study were collected from two sources: (1) indepth individual interviews with White, Black, Hispanic, and Oriental American public officials, and (2) organized group discussions with a small cross section of the general population, by racial category. Both of these sources are discussed below.

1. Indepth Interviews With Public Officials

NCSI staff interviewers conducted individual direct interviews with 21 Black, 22 White, and 12 Hispanic and Oriental public officials in Atlanta, Ga., El Paso, Tx., San Francisco, Ca., and Harrisburg, Pa. A breakdown of these officials is presented in Table 1, below, according to race, city and the six job categories. In each case, the NCSI staff interviewer was of the same racial background as the public official interviewed which controlled for the interviewer race bias factor.

The interviewing was initiated by explaining "The Concept of Crisis Relocation Planning" to the interviewee. Some of the individuals were familiar with the concept, others were not. Once all questions were answered, the interview proceeded on the basis of an open-ended, loosely structured discussion process. The information collected was coded by the interviewer according to the following protocol. Each of the issues listed in Figure 1, below, were rated on a scale from 0-4 in terms of

how the interviewee perceived the relative potential problem level as follows:

PROBLEM LEVEL*

- 0 = No opinion
- 1 = No problem or minor problem
- 2 = Moderate problem
- 3 = Major problem
- 4 = Insurmountable problem

The interviewee was asked in all cases to rate each of the issues presented in Figure 1 in terms of the general public and then secondly in terms of the minority population. For example, the issue of "availability of private automobiles" might be rated as a "1" or "2" for the general population and as was often the case as a "3" or "4" for the minority population.

2. Group Discussion With General Public

It was clear from the onset of this project that the perceptions of the general public would be extremely important. At this point it must be emphasized that while we attempted to secure a reasonable cross section of individuals, we do not contend that we have a statistically valid cross section. Therefore, our data is limited accordingly. Table 2 presents the number and percent of general public respondents by race. A total of 212 persons (49.53 percent Black; 26.42% White; 11.79 percent Spanish American; 12.26% Oriental American) participated in the group discussion process.

*The coding was based on the prestatement assumption that adequate prior CRP planning had been accomplished. Problem level refers to the extent to which the interviewees perceived that minorities and Whites would have problems in each of the issues listed in Figure 1.

TABLE 1

RACIAL BREAKDOWN OF THE INTERVIEWING PROCESS
WITH SENIOR LEVEL PUBLIC OFFICIALS*

	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>Oriental</u>
Civil Defense				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg		X		
Police				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg	X	X		
Fire				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg	X	X		
Health				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg	X	X		
Welfare				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg	X	X		
Transportation				
Atlanta	X	X		
El Paso	X	X	X	
San Francisco	X	X		X
Harrisburg	<u>X</u>	<u>X</u>	<u>—</u>	<u>—</u>
TOTAL INTERVIEWS	21	22	6	6

* Each X represents one independent and individual interview session with a senior level official.

FIGURE 1

ISSUES COVERED IN THE INTERVIEWS
WITH PUBLIC OFFICIALS*

1. Communication -- credibility and information dissemination. The process of informing the public and the extent to which the public would believe the information.
2. Public Compliance -- the extent to which the general public would comply with the instructions.
3. Critical Worker Compliance -- the extent to which individuals designated as critical workers would cooperate.
4. Transportation -- availability of public transportation to relocation area.
5. Fuel -- availability.
6. Traffic
7. Relocation of hospital patients.
8. Personal safety.
9. Vandalism.
10. Health problems.
11. Pets -- management of.
12. Money -- access to and use of.
13. Provision of adequate food in host area.
14. Provision of adequate shelter in host area.
15. Provision of medical care in host area.
16. Extent to which host area residents would cooperate and accept the relocated population.

* Coded on the 0-4 point scale. These issues are essentially the same as those in Figure 2.

TABLE 2

NUMBER AND PERCENT OF GENERAL PUBLIC RESPONDENTS
BY RACIAL GROUP MEMBERSHIP
N=212

<u>Racial Groups</u>	<u>Number</u>	<u>Percent</u>
Black	105	49.53
White	56	26.42
Spanish American	25	11.79
Oriental American	26	12.26
TOTAL	212	100.00

3. *Forming the Discussion Groups and Group Process*

The groups were organized through a personal contact process. This subject selection technique is similar to the Snowball Technique where one subject suggests the name(s) of other potential subject(s) for the researcher to contact. This process continues until the pool is increased to the required size from which a sample is selected. The subgroups ranged in size from 9 to 32 individuals. In all cases the discussion subgroups and the respective group leaders were of similar racial background which controlled for bias due to race of the leader.

The group discussions began by the leader presenting a short introduction to the Concept of Crisis Relocation followed by the movie "Protection In The Nuclear Age." Immediately after the movie, the groups usually initiated an active free-form discussion covering the entire range of issues listed in Figure 2, below. As the discussion proceeded, the group leader focused the dialogue through a structured process designed to allow the opinions of the group to be organized and coded.

FIGURE 2

ISSUES FOR THE GROUP DISCUSSION*

1. Perceived threat of nuclear war
2. Chance for survival with or without CRP
3. Normal sources of information
4. Willingness to accept crisis relocation
5. Believability/trust of public officials
6. Alternate options for critical workers
7. Necessary emergency supplies
8. Host county cooperation--shelter, food, etc.
9. Familiarity with host counties
10. Medical problems
11. Willingness to receive civil defense training
12. Transportation
13. Vandalism
14. Personal safety
15. Pets
16. Money

* Code on the same 0-4 point scale as used for the Public Officials' interviews. The issues in this figure are essentially the same as those in Figure 1.

IV. CONCEPTUAL FRAMEWORK

A. FRAMEWORK FOR THE ANALYSIS

The American society is extremely mobile and Black Americans have been among the most mobile as was evident at the end of World War II when Blacks moved en masse to the major urban cities of our nation. During this same time we witnessed the exodus of Whites to the suburbs. So we have witnessed a pattern of Black urbanization and White suburbanization throughout the nation.

Therefore, any Crisis Relocation Planning (CRP) involving the mass movement of people from the high risk areas (large industrial urban centers) to less populated and less industrialized areas must give concentrated attention to Blacks, Hispanic and other minorities who represent a significant proportion of the population in inner-city high risk areas. Thus, a thorough understanding of the socio-economic, cultural, political and physical factors operative among the inhabitants of our cities is critical for any successful efforts to relocate masses of people in the case of a nuclear attack. Our cities are inhabited by diverse ethnic groups who live under similar socio-economic conditions, but differ with respect to past and current political and cultural perspectives on their status in the society.

Given the vast diversities that do exist among Whites, Blacks, Hispanics, and Orientals, it would be expected that there would be differences in terms of perceptions of, and response to, authorities. In addition, perceptions and reactions would likely be related to within group differences such as historically based mistrust or trust, and the respective group's developmental needs.

1. Maslow's Theory of Needs Hierarchy: Needs as Factors

Maslow's theoretical formulation on the hierarchial needs structure provide a framework for analyzing the results of this CRP study. As a

basic premise it is assumed that any massive movement of groups will be tempered by intra-group factors, among the most important of which are the developmental needs and goals of the respective group. A second but related assumption is that ethnic groups are at different stages in terms of meeting their needs and goals.

Maslow^{*} proposed a theory that man's needs follow sequential ordering from the "lower" needs to higher needs as specified below.

- Stage 1: Physiological needs (e.g., hunger or food, thirst or water, shelter, clothing);
- Stage 2: Safety needs (e.g., security, order);
- Stage 3: Belongingness and love needs (i.e., affection, identification);
- Stage 4: Esteem needs (e.g., prestige, success, self respect);
- Stage 5: Self-actualization (i.e., the desire for self-fulfillment).

It can hardly be argued that a man without food, water, shelter and/or clothing would invest much time in thinking or pondering the pros and cons of a social upheaval, the lack of friends, his prestige in the community or the satisfaction of a career pursuit. Maslow's proposition that the individual(s) is preoccupied with satisfying lower needs prior to moving to satisfying the next higher order needs does offer some basis for interpreting people's responses to a nuclear attack. Those of us who have fought in war zones are well aware of the large number of citizens in the midst of war who go on with the daily routines of meeting their basic survival needs.

One point should be made about the rigid application of Maslow's theory or any other sociological theory, for that matter. Individual human behavior is both complex and volatile and group behavior is even more perplexing. However, such formulation can and should be used as general

^{*}Maslow, A.H. "A Theory of Human Motivation." Psychological Review, 1943, 50, 370-396.

guidelines for predicting and interpreting human response patterns to such a crisis as nuclear attack. To attempt to conduct CRP in the absence of some established theoretical framework is tantamount to planning for failure.

2. Group Goals

The American society is a pluralistic one with special interest groupings that have group-specific goals largely as a result of their historic status in the social system. These groups (Blacks, Whites, Hispanics, Orientals, etc.) pursue their respective goals on the basis of established expectations, assumptions, sensitivities, entrenched values and mindsets. The extent to which Blacks, Hispanics, Orientals or Whites would work and move cooperatively with Executive Orders to relocate would be predicated on their firm belief and perceptions that their goals and survival are regarded.

B. RELOCATION AS A CONCEPT

Relocation is a concept with several dimensions. As such, the following four* broad areas were investigated in this crisis relocation study:

1. Perceived Reality and Consequences of a Nuclear Attack. Here the concern was whether the source of the pronouncement of the existence of a nuclear attack is credible in the eyes of the inhabitants of the large cities. In this study, this area covers: communication, compliance by the public and critical workers and perceived possibility of a nuclear attack. There is widespread public belief that a nuclear attack will mean a "total destruction of mankind." Should this view be present, then relocation would be perceived as a useless act. On the other hand, if the attack were viewed as having sporadic human destruction, then some might take their chances of remaining in their

* It should be noted that the issues discussed in this report are presented in terms of how the public perceives each to be a problem. The fact that other studies might have presented different conclusions in terms of feasibility is recognized.

present location, while others would relocate as ordered without hesitation.

2. Transition To Relocation Site. The process of relocating would involve means of transportation, fuel for vehicles, personal items to take, transporting of the ill, handicapped, elders and children, and personal safety. The availability of adequate resources for managing these relocation matters would be the critical factor.
3. Preparedness and Adequacy of the Host Counties. The relocating persons would be concerned about how they would be received by the residents of the host counties and the adequacy of food, shelter and medical care. Back-up governmental supports and services would be critical factors.
4. When to Act or Relocate. It has been well established that people tend to wait until a crisis occurs before taking decisive actions even in cases of personal illness. Being confronted directly with the reality of the crisis often becomes the deciding motive for getting people to act immediately. This study explored the issue of how quickly minorities and White citizens would react to Executive Orders.

The above four aspects of mass relocation provide the organizational framework for presenting the findings of this CRP study. The various data sets are systematically presented under these four broad headings as noted in Figure 3.

FIGURE 3

ISSUES* BY AREA

1. PERCEIVED REALITY OF A NUCLEAR ATTACK
 - a. Communication--credibility and information dissemination
 - b. Public Compliance
 - c. Critical Worker Compliance
 - d. Envisioned Possibility and Consequences of a Nuclear Attack
2. TRANSITION TO RELOCATION SITE
 - a. Availability of Public Transportation
 - b. Availability of Private Transportation
 - c. Fuel Availability
 - d. Traffic
 - e. Relocation of Hospital Patients
 - f. Relocation of Other Problem Groups
 - g. Pets
 - h. Vandalism
 - i. Personal Safety
3. PREPAREDNESS AND ADEQUACY OF HOST COUNTIES
 - a. Host Area Acceptance
 - b. Money
 - c. Shelter
 - d. Medical Care
 - e. Food
 - f. Health Problems
 - g. Supplies
4. WHEN TO RELOCATE

*These issues were derived after screening the coded information from the interviews and group discussions.

V. RESULTS

A. INTRODUCTION

The 55 minority (Blacks, Hispanics, Orientals) and majority (White) public officials were asked to rate (overall) how both minorities and Whites in the general public would respond to each of the issues (Figure 1) related to mass relocation in face of a nuclear attack. Likewise, the group discussion of the 212 minority and White individuals were rated in terms of how they felt that the general public would respond to the issues (Figure 2) related to nuclear relocation orders. Unlike the public officials, the discussion groups ignored race and simply rated the American public collectively.

Both the public officials and the group participants' views of the public in response to the nuclear relocation issues were rated (overall) on a 0 to 4 point scale as defined below:

- 0 = No opinion
- 1 = No problem or minor problem
- 2 = Moderate problem
- 3 = Major problem
- 4 = Insurmountable problem

By way of definition, "problem" is used here to refer to public resistance and/or real or imagined obstacles to compliance as perceived by the public as well as systems-specific obstacles to public compliance.

The four issue areas enumerated in Figure 3 are presented in the following format for discussion:

Area

- o Issue Definition
 - 1. Public official problem level assessment
 - 2. Discussion group problem level assessment
- Discussion of the Issue
- Conclusion of the Issue

When applicable, supplemental questions addressed in the discussion groups are included in the discussions for certain issues.

A final note on the contents of the tables has to do with the significance level on the right margins of the table. The numbers under this column entitled Statistically Different at 90% + From, represent the assessment level(s) where the mean pair ratings are statistically different. All data comparisons reported in this report were subjected to contingency table analyses (two-way classification) in order to test for differences in the distribution of responses. Specifically, the two-way contingency table analysis was used to test the hypothesis that the unmatched distribution of responses were independent of the distribution of responses of the comparison group. The Chi-Square statistic was used and a 90 percent confidence level applied.

The Group Participants' Problem Level Assessment will have two numerical ratings which represent the overall problem level assessment assigned to the specific issue by the minority and majority members of the group. It should be noted that these problem level assessments are based on the person's view of the problem level (overall) for Americans collectively and not as to whether they believe there would be a different problem for minorities or the majority.

This is important to keep in mind when comparing the response of the general public (group discussion participants) to that of the public officials who were in fact asked to assign minority problem level assessments and majority problem level assessments.

The Public Official (PO) Problem Level Assessment will have four numerical ratings representing the following:

- Assessment 1. The minority PO assessment regarding the issue area as it relates to the majority (White) citizens
- Assessment 2. The minority PO assessment regarding the issue as it relates to the minority (Blacks, Hispanics, Orientals) citizens
- Assessment 3. The majority PO assessment regarding the issue as it relates to the majority (White) citizens
- Assessment 4. The majority PO assessment regarding the issue as it relates to the minority (Blacks, Hispanics, Orientals) citizens

B. PERCEIVED REALITY OF A NUCLEAR ATTACK

The issues falling under this general area are: (1) Communication, i.e., credibility and information dissemination, (2) Public Compliance, (3) Critical Worker Compliance, and (4) Envisioned Possibility and Consequence of Nuclear Attack.

- Issue: *Communication--Credibility and Information Dissemination*

This area includes the process of informing the public and the extent to which the public would believe the information.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.91	25	4
Minority view on Minority	2.18	25	4
Majority view on Majority	2.10	20	4
Majority view on Minority	2.59	20	1-2-3

Group Participants' Problem Level Assessment

Minority view	1.98	70	2
Majority view	2.40	25	1

-- Discussion

The majority public officials believed that minorities would have a greater problem in this area, while the minority public officials did not believe there would be any difference. The view of the general public (discussion group participants) also indicated that the majority perceives this issue area to be a greater problem than the minority.

Two issues which came forward in all of the sessions were that there appears to be little or no minority or female involvement in the CRP planning process. Involvement of Blacks, Hispanics, Orientals in the planning process not only would increase the "credibility" or the concept within the minority groups, it would also, and perhaps even more importantly, bring to the planning process a range of ideas and issues not otherwise considered.

Consideration should be given to modifying existing bilingual or multilingual emergency communications procedures to insure that the informational is given by known and trusted voices as opposed to an unfamiliar pre-packaged voice. This information should be transmitted over radio or television stations geared toward serving minority populations.

Since the process of CRP involves the mass movement of family units it is clear that females, particularly females experienced in the management of children and families, should have a significant planning role. Females would have particular significance in terms of all issues impacting on the behavior and actions of family units separated from their fathers. Lack of female participation in the planning process was noted in most of the group discussions.

-- Conclusion

Blacks, Hispanics and Orientals are perceived as requiring more effort in terms of information dissemination than the majority to reach equal levels of credibility.

● Issue: *Public Compliance*

This area deals with the extent to which the public would comply with a crisis relocation directive. Every effort was made to distinguish this matter of compliance from the preceding communication and credibility. This compliance issue is to be interpreted as the relative level of compliance, given that the information has been adequately communicated and a general sense of credibility does exist.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.00	25	2-3
Minority view on Minority	2.23	25	1-3-4
Majority view on Majority	2.45	20	1-2-4
Majority view on Minority	2.65	20	2-3

Group Participants' Problem Level Assessment

Minority view	2.56	70	2
Majority view	3.12	25	1

-- Discussion

There seemed to be general agreement on this issue in that both majority and minority public officials believe that compliance by Blacks, Hispanics and Orientals would be less. The majority officials believed that the minority compliance would be less than the minority officials believed.

The majority group participants believed that overall compliance would be a greater problem than did the minority participants.

This finding relates directly to the issue of credibility, and invariably becomes an issue of perceived inequities between the minorities and the majority. Clinard (1964) argues that people become estranged from a society that promises them in principle what they are denied in reality. This gap between promise and reality is perceived as the outcome of White racism. A study of 38 indicators of White racism were tested by Kenneth Eye through the use of the national group of antiracists as a validation palen. Eye's (Ann Arbor, Michigan, University-films, 73-26810, 192 p) findings supported the premise that White racism in America is "universal" and only varies in degree.

Minorities are highly sensitive to this issue, and to their perceptions of their societal disadvantages. It would therefore be expected that minorities would be less cooperative with authorities, they already perceive as unsympathetic to their interests.

Four other issues related to Public Compliance are presented below.

- a. Do you generally trust the police to look out for your safety?

	Yes		No	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Majority	21	84	4	16
Minority	31	41	45	59

The difference between the groups is significant and indicates that minorities (particularly Blacks and Hispanics) have less trust in the police authority than the majority, and this factor would tend to work against minority compliance.

- b. In the event of a possible nuclear attack, would you trust the authorities and follow their instructions or would you cooperate only if their instructions seemed right to you?

	Trust		Cooperate	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Majority	6	30	14	70
Minority	31	40	46	60

There is no significant difference between groups on this point but both would tend to cooperate only if the instructions "seemed" appropriate. Here we see that minorities as well as the majority would decide on relocating only after careful personal consideration.

- c. If you received conflicting information from the three following officials about the need for the residents of your city to relocate, who would you most likely believe?

	<u>President No.</u>	<u>Governor No.</u>	<u>Mayor No.</u>
Majority	16	3	5
Minority	56	7	11

There is no statistical difference in this response. However, the open discussion process did seem to indicate that there were strong feelings that the source of a relocation order might very well have a differential impact in terms of credibility. As would be expected, both the majority and minority would seemingly be inclined to give more credibility to presidential level communications.

- d. Where would you turn for instruction on what to do if you were certain of the reality of a nuclear attack about to occur?

The responses to this question range from friends, newspapers, radio, and television. Both minority and majority group discussion participants chose radio over television by more than 2 to 1. This indicates a potential vital role of radio communicating with the masses about a nuclear attack and mass relocation efforts.

-- Conclusion

Minority compliance is perceived as somewhat more of a problem than majority compliance.

● Issue: *Critical Worker Compliance*

This area addresses the extent to which critical workers would comply with crisis relocation directives ordering them to maintain certain risk area functions. This may or may not involve being separated from their families.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.92	25	None
Minority view on Minority	2.00	25	None
Majority view on Majority	2.20	20	None
Majority view on Minority	2.15	20	None

Group Participants' Problem Level Assessment

Majority view	2.64	25	None
Minority view	2.36	70	None

-- Discussion

There was general agreement among public officials and the group participants that there would be no difference between the majority and minority critical worker compliance. The general consensus seemed to be that initial compliance would be in the area of 50 percent for all groups and then fall off rapidly as the crisis period extended.

The discussion process seemed to indicate that fire personnel were generally thought to have the highest level of compliance reliability while medical personnel were perceived as having the lowest. The compliance reliability to police, transportation and other essential workers did not seem to elicit much opinion. In all sessions it was emphasized that the overall compliance reliability would be tied directly to the extent to which the individual critical worker believed that his/her family was being provided for adequately.

Group discussions provided additional insight on critical worker compliance and how the participants viewed themselves in the role of critical worker. The following question was addressed:

If you were informed that persons with certain types of jobs had to stay behind until the last minute in a potential nuclear attack target area to run "essential" services and you are one of those persons, would you stay, or would you relocate with everyone else?

	<u>Stay No.</u>	<u>Evacuate No.</u>
Majority	20	3
Minority	47	21

This response is statistically different with the majority in this sample appearing to be more willing to stay. This is not consistent with other responses which indicated minorities might have a lower relocation compliance rate. A reason for the apparent inconsistency may be the reverse nature of the questions in that in this case the individuals are being directed to stay behind as critical workers while the other response was to a directive to relocate. In both cases the minority appears to have less tendency to follow the directive.

-- Conclusion

There is little or no perceived difference between the compliance rate of minorities and majority critical workers.

● Issue: *Perceived Possibility and Consequence of a Nuclear Attack*

Perceived Possibility. This area addresses the extent to which the possibility of a nuclear attack is envisioned by minorities and majorities. The essential point here is, do the participants believe that a nuclear attack is possible?

The minority and majority public officials interviewed were asked their opinion on whether or not nuclear war will ever occur. The responses were:

	<u>Yes</u>	<u>No</u>
Majority	11	1
Minority	13	4

Perceived Consequences. This area is concerned with the potential impact of a nuclear attack on human lives as perceived by the minority and majority. The basic question here is "Would relocating enhance the survival rate?"

The majority and minority public officials were asked their opinion on whether or not relocation would increase the chance of survival. The responses were:

	<u>Yes</u>	<u>No</u>
Majority	14	0
Minority	17	2

While there was not a statistically significant difference between the groups, both clearly feel that relocation will be a good idea. This "good idea" view was not shared by the minority group participants as indicated below.

The participants in the group discussions were asked the following series of questions:

- a. If a nuclear attack were to occur, do you think the area of the country where you live would be a target?

	<u>Yes</u>	<u>No</u>
Majority	24	1
Minority	70	6

While there was no statistically significant difference between the groups, both felt the area in which they live would be a target.

- b. Do you think that directed, supervised relocation of large numbers of people in anticipation of a nuclear attack would be effective in saving lives?

	<u>Yes</u>	<u>No</u>
Majority	25	0
Minority	66	11

This differential response is statistically different in that minorities tend to place less faith in the effectiveness of relocation.

- c. On a scale of 0-5 (5 representing the highest likelihood) how likely do you think your chances of survival are should a nuclear attack occur?

	<u>Rating</u>	<u>N</u>
Majority	2.58	24
Minority	2.66	73

There was no significant difference between the groups on the likelihood of their surviving a nuclear attack.

- d. Would your chances of survival be greater if you evacuated the area in which you live and relocated to a less populated area?

	<u>Yes</u>	<u>No</u>
Majority	23	2
Minority	56	19

Here the difference is statistically significant, with the majority feeling more that relocation would be effective in increasing the chances of survival.

-- Discussion

The findings under "Perceived Consequences" are of particular importance to the civil defense management process. While the majority perceives a greater threat, it places less value on the concept of crisis relocation. Considering that most minority groups tend to live in central cities, the process of relocation, by definition, would have a greater impact on them as a group. For example, approximately 28 percent of all U.S. majority (in this case meaning White) housing units are located in the central city area of SMSA's. While the same figure of U.S. minorities (in this case meaning Black, Hispanic, Oriental) is more than double at 60 percent. Clearly, simply on the basis of geography, this situation represents a very important special problem of Blacks and other minorities.

The responses of the individuals in the group discussions to a question on civil defense training are presented below as supplemental data which may be of some importance in crisis relocation planning.

When asked about ever having received civil defense training of any kind or if they would be willing to receive training if it were provided at a convenient time and at a nearby location, the response was not significantly different between the groups on either issue.

	<u>Had C.D. Training</u>	
	<u>Yes</u>	<u>No</u>
Majority	8	17
Minority	36	37

	<u>Willing to Accept C.D. Training</u>	
	<u>Yes</u>	<u>No</u>
Majority	23	2
Minority	70	4

-- Conclusion

While minorities and majorities tend not to differ in their perceptions of the chances of surviving a nuclear attack, the minorities tend to place less confidence in relocating efforts.

C. TRANSITION TO RELOCATION SITE

This area addresses the broad range of issues dealing with the means and available resources for managing the relocation process. The data in this section covers: (1) Availability of Public Transportation; (2) Availability of Private Transportation; (3) Fuel Availability; (4) Traffic; (5) Relocation of Hospital Patients; (6) Pets; (7) Personal Safety; and (8) Vandalism; The reader is again reminded that the problem level assessments are in terms of the perception of the participants.

- Issue: *Availability of Public Transportation*

This area is self explanatory. It deals with the perceived access to public transportation in the event of massive population relocation.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.44	25	2-4
Minority view on Minority	2.56	25	1
Majority view on Majority	2.53	19	4
Majority view on Minority	2.60	20	1-3

Group Participants' Problem Level Assessment

Minority view	2.76	73	2
Majority view	3.12	25	1

-- Discussion

Both majority and minority public officials feel that the minorities will have a greater problem in terms of access to public transportation, while the overall issue of the availability of public transportation was

perceived to be a larger problem by the majority group participants than the minority group participants. This apparent inconsistency might be explained by remembering that the participants' assessments are not based on a selective impact on minority or majority.

The perceived lower availability of public transportation is of special interest to the minority since, as will be seen in the next section, the availability of private transportation is also perceived as being substantially less for the minority.

The following question regarding alternative means of transportation was asked of the individuals in the discussion groups:

If you don't have a car of your own, would you have to rely on public transportation or could you rely on friends, neighbors or relatives to take you along in their cars should the need arise to evacuate?

	<u>Public Transportation</u>		<u>Friends, etc.</u>	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Majority	4	14	18	32
Minority	24	86	38	68

Again, consistent with other responses, minorities feel they would have to rely more heavily on public transportation than their autoless majority counterparts.

-- Conclusion

The minorities perceive a greater problem than the majority in terms of access to public transportation.

- Issue: *Availability of Private Transportation*

This area refers to access to private automobiles.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.84	25	2
Minority view on Minority	2.48	25	1-3
Majority view on Majority	1.85	20	2-4
Majority view on Minority	2.20	20	1-3

Group Participants' Problem Level Assessment

Minority view	2.26	70	2
Majority view	2.77	25	1

-- Discussion

While the public officials felt that the availability of private transportation would be a greater problem for the minority, the minority felt even more strongly that it would be a bigger problem. This issue area differential is also supported by 1975 Census data. The Standard Metropolitan Statistical Area (SMSA) show that the automobile distribution in the United States per household unit in terms of Blacks versus the total population is:

Percent Distribution of Automobiles
by Household Unit

Number of Cars/Unit	SMSA		Central City	
	Total Units	Black Units	Total Units	Black Units
None	18.3	43.5	28.4	47.1
1	45.8	40.6	45.4	39.3
2+	35.7	15.9	26.2	13.6
Total	100.0	100.0	100.0	100.0

It is clear that the availability of private transportation in terms of the Black minority is a major problem. As can be seen, 43.5 percent of all Black household units in the United States (SMSA's) do not have an automobile, and 47.1 percent of the Central City Black units are without automobiles. This is a very significant special problem of Blacks since the crisis relocation process will involve the movement of people out of SMSA's.

The fact that CRP transportation studies may implicate adequate availability of transportation, public and/or private, has little bearing on how the issue is perceived by the public.

-- Conclusion

The minorities perceive a significantly greater problem with access to private transportation than the majority population.

- Issue: *Fuel Availability*

This refers to gasoline for automobiles

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.92	25	None
Minority view on Minority	2.00	25	None
Majority view on Majority	1.89	19	None
Majority view on Minority	2.15	20	None

Group Participants' Problem Level Assessment

Minority view	2.95	70	None
Majority view	3.04	25	None

-- Discussion

The numerical ratings in this issue showed no difference between the groups for public officials as well as the group participants. The discussion process revealed that everyone expected that the government would plan to provide fuel in the risk areas as well as on route to the host areas, but as can be seen by the high (3.04) problem level assigned the majority participants had considerable lack of confidence in the capability of the government to manage this task.

-- Conclusion

While fuel availability was perceived to be a problem, it was not perceived to be any more of a problem for the minority populations.

- Issue: *Traffic*

This issue area addresses the extent to which the overall traffic problem would impact on the relocation process.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	3.24	25	None
Minority view on Minority	3.24	25	None
Majority view on Majority	2.90	20	None
Majority view on Minority	2.90	20	None

Group Participants' Problem Level Assessment

Minority view	3.25	70	None
Majority view	3.56	25	None

-- Discussion

This issue area is regarded as a major problem for everyone. The public officials did not feel that the minorities would have any special problem and there was no significant difference between the groups in the discussions. The major significance of the response to this issue is that everyone perceived traffic to be a very big problem. Many individuals rated this areas as "4"--insurmountable.

-- Conclusion

Traffic is perceived to be a major problem for everyone and in some instances would present an insurmountable problem.

● Issue: *Relocation of Hospital Patients*

This area addresses the extent to which the respondents believe that hospital patients would or could be relocated.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.76	25	None
Minority view on Minority	2.84	25	None
Majority view on Majority	2.94	18	None
Majority view on Minority	2.89	18	None

Group Participants' Problem Level Assessment

Minority view	2.88	70	None
Majority view	2.86	25	None

-- Discussion

Again, in this case there is no difference of opinion. The general feeling in the discussion groups was that relocation to other hospital facilities would generally be unlikely since the distances involved usually would amount to entering other risk areas. It was often stated that the relocation of patients would not be a major problem since there is no place to relocate to, therefore it would not be attempted on any large scale basis. It was generally thought that only a small percentage (i.e., less than 5-10 percent) of hospital patients would be officially relocated. The remainder would be discharged to families or friends and essentially be without hospital level care.

-- Conclusion

Minority hospital patients will not experience a different relocation problem than their majority counterparts.

● Issue: *Relocation of Other Problem Groups*

Other data related to relocating hardship cases were gathered from the group discussions and census data. A review of the information concerns the national picture with respect to institutionalized populations, single parent households by race, and how the discussion groups viewed problems in relocating family members.

While not actually germane to the housing unit itself, another family consideration in terms of family members who would need help in relocating are those family members who are institutionalized for one reason or another. The Census data for 1975 gave the following statistics:

Rate/100,000 Population (US)

	<u>Majority Population</u>	<u>Minority Population</u>
Correctional Institutions	105.3	991.4
Mental Hospitals	202.9	309.0
Chronic Hospitals	38.3	85.0

Another minority oriented issue which directly relates to a differential need for assistance in the relocation process is the large number of female-headed families. The 1975 Census data give the following breakdown on female-headed household families:

	<u>Percent of Female- Headed Families</u>
Black	27.4
Spanish	15.3
Oriental	8.6

It would be reasonable to assume that minority female-headed households would be facing a special problem, considering that apart from lacking

the assistance of a male head of household, the average minority female head will also have to cope with younger children, lack of access to a source of private transportation, and a perceived lower access to public transportation.

The following questions were presented to the individuals in the group discussions:

- a. How many persons in your household would need assistance (because of age, illness or other special condition) in relocating?

Majority - 0.32 persons per household N=25

Minority - 0.43 persons per household N=75

Here, differences are statistically significant and do in fact coincide with what one might expect in terms of age. The 1975 Census data indicate that the percent of families with children less than six years of age is:

	<u>Percent</u>
Spanish	39.9
Black	30.0
Oriental	30.0

The major activity restriction rate is also much higher for minorities (4.8 percent) than for the U.S. White population (2.7 percent).

- b. Does anyone in your household need to visit a doctor/hospital or require medications for treatment of a medical condition on a regular basis (at least one each week)?

	<u>Yes</u>	<u>No</u>
Majority	4	21
Minority	19	57

There is no statistical difference between groups on this response.

-- Conclusion

Minorities will have an overall greater relocation problem because:

- Larger number of female-headed households
- More younger children
- Larger number institutionalized
- Higher level of activity restriction

● Issue: *Critical Worker Relocation Options*

A question regarding critical worker relocation was:

If you have a family and if you were a critical worker needed to maintain essential services in a potential nuclear attack target area after the rest of the population evacuated, for yourself and your family, which of the following options would you choose?

	<u>Number of Responses</u>	
	<u>Majority</u>	<u>Minority</u>
Your family is evacuated, you remain and are provided best possible protection against blast and fallout within target area.	8	23
You and your family are evacuated and settled and then you commute to and from target area until the very last moment before attack.	11	36
Your family is evacuated, you remain and evacuate at the very last moment before attack.	5	12
You and your family remain and are provided best possible protection against blast and fallout within the target area.	0	3
You and your family remain and evacuate at the very last moment before attack.	1	1

-- Discussion

The significance of this response is two-fold. Both groups seem to prefer the commuter approach and perhaps more significant both groups have little interest in remaining behind as a family unit even with best possible protection. There was no statistical difference between the groups.

● Issue: *Pets*

This area addressed the range and extent that pets are perceived as being a problem

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.16	25	None
Minority view on Minority	1.92	25	None
Majority view on Majority	2.05	19	None
Majority view on Minority	2.21	19	None

Group Participants' Problem Level Assessment

Minority view	2.15	20	None
Majority view	1.95	25	None

-- Discussion

This issue was of particular interest even though there was no difference between the groups. The interesting aspect is that more than any other issue, the respondents either rated it as minor or insurmountable. Very few responded at the moderate or major problem level. This distribution no doubt relates to whether or not the respondent owned a pet. The reactions

to this issue were more forceful than any other with some pet owners or friends of pet owners claiming that relocation directives not to bring pets along will absolutely not work, be counter-productive and would result in a substantial amount of unnecessary violence. It should be noted that the high level of emotion on this issue was not limited to house pets. Horses figured prominently in the discussion, particularly in El Paso and Harrisburg.

Even though the numerical ratings do not show it, the discussion process revealed that minorities would have a greater problem with pets because they generally do not have the means of private transportation which would be necessary. The minority group which felt most strongly about not leaving pets behind were the Hispanics in El Paso.

-- Conclusion

Generally, the pet issue is not perceived to be a greater problem for the minorities than for the majority.

● Issue: *Vandalism*

This area refers to crimes against property rather than crimes of violence against persons.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.44	25	2-3
Minority view on Minority	2.36	25	1
Majority view on Majority	2.65	20	1
Majority view on Minority	2.60	20	None

Group Participants' Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view	2.91	70	None
Majority view	3.12	25	None

-- Discussion

The general tone of the discussion in all of the cities visited was that if the police or other authorities did not have adequate authority (i.e., life and death) the social order would breakdown. In this area, it can be seen that vandalism was perceived to be a greater problem than the following issue of personal safety and there was no difference in the opinion of public officials in that both the minority and majority felt it would be a greater problem for majorities. The discussion process, however, usually centered on the concept that while vandalism will be a problem the perpetrator, as well as the victims, would not be particularly different than the normal times, except of course for a higher level of activity. In other words, people generally felt that vandals would not spread too far from their area of residence and that there would not be a situation of roaming bands. This opinion was also associated with the general perception that police would probably be under orders to shoot.

If any distinction between the groups existed in the discussion process it was that minorities felt that vandalism might be a greater problem in the sense of minority vandalism against the minority population.

-- Conclusion

Vandalism is perceived to be more of a problem by the majority than by their minority counterparts and that it will be a greater problem for minorities than the majority.

● Issue: *Personal Safety*

This refers to the safety of individuals. It covers all areas of personal violence and is to be distinguished from vandalism, which addresses crimes against property.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.80	25	None
Minority view on Minority	2.56	25	None
Majority view on Majority	2.10	20	None
Majority view on Minority	2.30	20	None

● Group Participants' Problem Level Assessment

Minority view	2.41	70	None
Majority view	2.60	25	None

-- Discussion

This area produced interesting results in that there was no significant statistical differences between the groups and the overall problem level rating was not as high as might have been anticipated. People generally felt that while there would be some problem in this area, most of the population would be aware of expanded police authority, and be careful not to risk confrontations with authorities more likely to react immediately, rather than observe judicial procedures.

-- Conclusion

Personal safety is not perceived as a different problem for minorities than for their majority counterparts.

D. PREPAREDNESS AND ADEQUACY OF THE HOST COUNTIES

This area highlights issues of concern about the host county sites and the host residents. The specific issues presented here are: (1) host area acceptance, (2) money, (3) food, (4) shelter, (5) medical care, (6) health problems, and (7) supplies. The general focus among these seven issues is "what will happen to the relocating persons in the host counties."

- Issue: *Host Area Acceptance*

This refers to the extent host area residents would cooperate and accept the relocated population.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	1.19	25	4
Minority view on Minority	2.20	25	None
Majority view on Majority	2.10	20	4
Majority view on Minority	2.70	20	3-1

Group Participants' Problem Level Assessment

Minority view	2.40	70	None
Majority view	2.60	25	None

-- Discussion

This issue area is of special interest because the numerical ratings are definitely not consistent with the comments offered in the discussion process. While the public official assessments were significantly different, none of the ratings reflect the high intensity of the conversations.

Even more surprising was the relatively low problem level assessment assigned by the minority group participants. This is in part due to the fact that people generally, minority and majority representatives, felt that during a crisis of such magnitude the general public would respond very positively in terms of mutual cooperation and assistance.

However, even with the relatively low ratings, both the minority and the majority public officials did feel that the minorities would have a larger problem in terms of acceptance in the relocation area.

The following questions were asked of the individuals in the group discussion concerning host area counties:

- a. Do you have friends or relatives living in relatively rural area within 50-100 miles from your home?

	<u>Yes</u>	<u>No</u>
Majority	22	3
Minority	22	27

This difference between groups is significant and is consistent with other responses regarding minorities' lack of familiarity with the surrounding countryside.

- b. On a scale of 0-5 (5 representing the highest degree of receptivity), how receptive do you think host area residents would be to taking your family into their homes?

	<u>Mean Rating</u>	<u>N</u>
Majority	3.76	25
Minority	2.77	74

This difference is significant and of course further reinforces anxiety and apprehension and probably accounts for the lower level of CPT acceptance by minority population.

It is important to note at this point a situation which might well be the single most important relocation problem of the U.S. inner-city minority population. While many, if not most, of the metropolitan majority population have either friends or relatives already located in host area counties, an overwhelming number of Blacks, Hispanics and Orientals do not. This of course varies from place to place but it is generally the case. A very good example would be Atlanta whose Black population (of almost 60 percent) is largely not native to Atlanta or the surrounding counties. The Atlanta Blacks come mostly from South and South-central Georgia as well as from rural areas all over the South. Wherever this situation exists, as it does in most of the major U.S. population centers, the result is that the inner-city minorities have very few host area contacts and following from that usually a very low level of familiarity with the host areas. This, of course, leads to an understandably higher level of apprehension.

Among the group discussion participants in this study, 88 percent of the Whites and only 45 percent of the minorities had some type of known host area contact on which they could call for relocation shelter and assistance.

-- Conclusion

Minority groups will experience more difficulty in terms of host area acceptance and next to the lack of private transportation, the lack of host area contacts will be the single most important special problem of minority groups.

- Issue: *Money*

This area applies to the need for, or the availability of, money or a money substitute.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 80% + From</u>
Minority view on Majority	2.04	25	None
Minority view on Minority	2.32	25	None
Majority view on Majority	1.90	20	None
Majority view on Minority	2.35	20	None

Group Participants' Problem Level Assessment

Minority view	2.32	70	None
Majority view	2.24	25	None

-- Discussion

This area was generally thought to be less important than the others. No difference existed between the groups and the common consensus was that money itself would not be a problem because it was assumed that the government would have some sort of "script" system in place or that all necessities would be met without the need for money.

-- Conclusion

Money is not perceived as a larger problem for minorities than for the majority.

● Issue: *Food*

This refers to the availability of food in the host county area.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.64	25	None
Minority view on Minority	2.84	25	None
Majority view on Majority	2.75	20	4
Majority view on Minority	3.10	20	3

Group Participants' Problem Level Assessment

Minority view	2.01	70	2
Majority view	2.68	25	1

-- Discussion

The majority group participants thought that food would be a bigger problem than did the minority participants. The majority public officials thought that the minorities would have a larger problem with access to food. Everyone, however, anticipated that the government would have arranged for the necessary basic requirements. The overriding opinion was that whatever was available would be shared equitably, but there were some who insisted in the discussions that the minorities would not be afforded the same access to food. The issue of transportation was also present here, with some commenting that the lack of private transportation would necessarily impact negatively on the minorities' access to food.

-- Conclusion

Access to food is not perceived to be a bigger problem for minorities than the majority.

- Issue: *Shelter*

This refers to the shelter provided or available in the host area.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.92	25	None
Minority view on Minority	3.08	25	None
Majority view on Majority	2.80	20	None
Majority view on Minority	3.20	20	None

Group Participants' Problem Level Assessment

Minority view	2.68	70	2
Majority view	2.68	25	1

-- Discussion

The public officials found no difference between groups, and while the general public ratings averaged the same, they were in fact different statistically. The majority responses tended to fall in the middle (i.e., 2 or 3) while the minority response tended to be either "1" or "4."

The issue of host county contacts, or the lack thereof for minorities was prominent in the discussion process. The general consensus seemed to be that those with contacts would of course take advantage of them, and those without would rely on the shelter identified on public congregate shelter facilities.

Something which is worthy of noting here is that virtually no one believed that adequate public facilities existed in the various proposed host areas. One quote from a health department official regarding host

are shelter which was claimed to exist by civil defense planners was "It is obvious that they have never been there."

Even though the numerical ratings do not necessarily support the conclusion on this issue, the discussion process clearly substantiated a pattern in thinking and that central city minorities will have a significantly larger problem with access to host area shelter.

-- Conclusion

Minorities perceive a greater problem with access to host area shelter than their majority counterparts.

● Issue: *Medicare Care*

This refers to the availability of medical care in the host area during the relocation period.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.80	25	None
Minority view on Minority	2.92	25	None
Majority view on Majority	2.90	20	None
Majority view on Minority	2.90	20	None

Group Participants' Problem Level Assessment

Minority view	2.61	70	None
Majority view	2.60	25	None

-- Discussion

There were no differences on this issue and most felt that, while medical care in the host area would be far from normal, it would be available for those in real need.

-- Conclusion

There is no perceived difference in the medical care problems of minorities and the majority.

● Issue: *Health Problems*

This refers to the extent to which the crisis relocation process would affect existing health problems as well as how it might be related to new health problems.

Public Official Problem Level Assessment

	<u>Mean Value of Score</u>	<u>Number of Individuals</u>	<u>Statistically Different at 90% + From</u>
Minority view on Majority	2.52	25	None
Minority view on Minority	2.32	25	None
Majority view on Majority	2.11	18	None
Majority view on Minority	1.95	19	None

Group Participants' Problem Level Assessment

Minority view	2.59	70	None
Majority view	2.72	40	None

-- Discussion

No differences were perceived in the health area. Neither was it considered to be a major problem. Most recognized that host area overcrowding and general lack of normal public health safeguards would result in problems, but for the most part not unmanageable ones.

-- Conclusions

There is no perceived difference in the health problems of minorities and the majority.

● Issue: *Supplies*

Leaving out such obvious supply problems such as food and water, the group discussion participants were asked to identify which four of the following actions they regarded as most important in the event a population relocation was ordered:

- Arrange for transportation (if you don't have your own vehicle)
- Fill up the gas tank of your vehicle
- Gather up your valuable and important documents to take with you
- Get as much gas as possible
- Get guns and ammunition to take with you
- Get camping equipment to take with you
- Provide for your pets
- Get a transistor radio to take with you
- Gather up enough clothing to take with you
- Obtain the necessary medical supplies you will need
- Make arrangements for shelter in the host area

Majority Ranking in Order:

1. Fill up gas tank
2. Transistor radio
3. Gather clothing
4. Medical supplies

Minority Ranking in Order:

1. Transistor radio
2. Fill up gas tank
3. Make arrangements for shelter
4. Arrange for transportation

-- Discussion

While both groups shared the requirement for radios and a full tank of gas, the minority group being consistent with other responses felt more concerned with insuring host area shelter and necessary transportation. This again points out that the minority group is more apprehensive about the concept of relocation.

-- Conclusion

Minorities are more apprehensive about the availability of adequate transportation and shelter.

E. WHEN TO RELOCATE

This final area focuses on how timely the decision to relocate would be made. This is perhaps one of the most critical variables in the Crisis Relocation Planning process, since public cooperation is a pivotal concern. The data on this area were generated through the following questions asked of the public officials and individuals in the group discussions.

The public official respondents interviewed were asked:

Given warning that in approximately two weeks time an order to evacuate may be given due to the likelihood of nuclear attack, would you await the evacuation order or evacuate immediately to a safer location?

	<u>Await</u>	<u>Evacuate</u>
Majority	10	2
Minority	8	11

In this instance there is a statistical difference between the groups. The majority public official respondents felt that they would wait, while the minority officials would evacuate. This public officials' response contradicts the following responses of the individuals in the group discussions. The individuals in the group discussions were asked the following similar question:

	<u>Await</u>	<u>Evacuate</u>
Majority	6	19
Minority	33	44

These are statistically significant differences. The majority individuals in the group discussions would tend to evacuate. The pattern for the minority was less clearcut, but clearly the minority was less inclined to evacuate. This is consistent with most of the other similar issues already presented.

-- Conclusion

The minority would probably have a greater problem in making decisions about relocation in response to an anticipated alert.

VI. CONCLUSIONS

The conclusions on each of the issues investigated, as they relate to the differences in the perceived problems of majority and minorities, are presented in Table 3. A brief summary is provided in support of the conclusion.

A. COMMUNICATION--CREDIBILITY; INFORMATION DISSEMINATION AND PUBLIC COMPLIANCE

The extent to which one gets thorough and complete information and the level of confidence placed in that information depend on how "close" one is to the source of the information and how credible the source is perceived to be. The access of minorities to the major means and sources of information differs from that of the majority. Minorities, especially Hispanics and Orientals, are relatively isolated from these sources, especially at the national level. Awareness and utilization of the mass media resources is minimal in the minority community in comparison to their majority counterparts. Another complicating factor is the historic mistrust among minorities about the White-dominated public communication system. The general consequence of this alienated relationship between minorities and the public communication process, is a strong misgiving about any "system" origin information. All of the above accounts for the perceived lower level of minority credibility and compliance found in this study.

B. AVAILABILITY OF PUBLIC TRANSPORTATION

Minorities have less access to private means of transportation than the majority. The clear alternative means of movement is the less expensive mass transportation system. Massive crisis relocation would inevitably place tremendous demands on the public transportation system. Since, in most large populated urban centers, public transportation is rarely thought of as efficient in normal periods, minorities would be expected to be more sensitive to this crisis-related public transportation issue than the majority.

TABLE 3

CONCLUSION SUMMARY TABLE

		Significantly Greater Problem for Blacks and Other Minorities	
		<u>Yes</u>	<u>No</u>
A.	PERCEIVED REALITY OF A NUCLEAR ATTACK		
1.	Communication, Credibility and Information Dissemination	X	
2.	Public Compliance	X	
3.	Critical Worker Compliance		X
4.	Envisioned Possibility to Conse- quences of a Nuclear Attack		X
B.	TRANSITION TO RELOCATION SITE		
1.	Availability of Public Transportation	X	
2.	Availability of Private Transportation	X	
3.	Availability of Fuel		X
4.	Traffic		X
5.	Relocation of Hospital Patients		X
6.	Relocation of Other Problem Groups		X
7.	Pets		X
8.	Vandalism		X
9.	Personal Safety		X
C.	PREPAREDNESS AND ADEQUACY OF HOST COUNTIES		
1.	Host Area Acceptance	X	
2.	Money		X
3.	Food		X
4.	Shelter	X	
5.	Medical Care		X
6.	Health Problems		X
7.	Supplies		X
D.	WHEN TO RELOCATE	X	

C. AVAILABILITY OF PRIVATE TRANSPORTATION

This is a purely empirical issue since many more of the majority own private vehicles than minorities. The high percentage of Black minority households without an automobile will likely present a major problem.

D. HOST AREA ACCEPTANCE

The idea of minorities moving to the host counties is likely to be viewed with caution by both the minorities and the majority. However, the actual presence of the external threat of a nuclear attack is likely to temper the force of racial friction.

While many, if not most, of the metropolitan majority population have either friends or relatives already located in host area counties, an overwhelming number of the minority population does not. Wherever this situation exists, as it does in most of the major U.S. population centers, the result is that the inner-city minorities have very few host area contacts, and following from that usually a very low familiarity level with the host area. This, of course, leads to an understandably higher level of apprehension and perceived problem.

E. SHELTER

The minority group being consistent with other responses felt more concerned with insuring host area shelter than did their majority counterparts. This again indicates that the minority group is more apprehensive about the concept of relocation. Both the issues of host area acceptance and host area shelter are very closely related to the lack of host area contacts.

F. WHEN TO RELOCATE

The relatively greater hesitancy of minorities in deciding when to relocate on the basis of anticipated relocation orders is related to a general pattern of

not accepting public information and actions at face value. The majority generally perceive their interest to be at one with that of the "larger" society. On the other hand, minorities do not share this view about their interest and therefore would be less likely to take risks until such time that the anticipated alert is validated from their perspective.

The minority and majority were not viewed as having different problem levels in the cases of the following issues:

- Critical Worker Compliance
- Perceived Consequences of a Nuclear Attack
- Fuel Availability
- Traffic
- Relocation of Hospital Patients and Other Problem Groups
- Pets
- Vandalism
- Personal Safety
- Money
- Food
- Medical Care
- Health Problems
- Supplies

June 1980

MANDATORY STANDARD DISTRIBUTION LIST FOR RESEARCH REPORTS
(ALL PROJECTS)

(Number of Copies - One unless otherwise indicated)

Federal Emergency Management Agency
Mitigation and Research
ATTN: Administrative Officer
Washington, D.C. 20472 (60)

Assistant Secretary of the Army (R&D)
ATTN: Assistant for Research
Washington, D.C. 20301

Chief of Naval Research
Washington, D.C. 20360

Defense Technical Information Center
Cameron Station
Alexandria, Virginia 22314 (12)

Oak Ridge National Laboratory
ATTN: Librarian
P.O. Box X
Oak Ridge, Tennessee 37830

Mr. Phillip M. Smith
Associate Director,
Natural Resources & Commercial Services
Office of Science and Technology Policy
Executive Office Bldg.
Washington, D.C. 20500

Los Alamos Scientific Laboratory
ATTN: Document Library
Los Alamos, N.M. 87544

The RAND Corporation
ATTN: Document Library
1700 Main Street
Santa Monica, CA 90401

2300 DISTRIBUTION LIST

<u>Organization</u>	<u>Copies</u>	<u>Organization</u>	<u>Copies</u>
Dr. William W. Chenault Human Sciences Research, Inc. Westgate Research Park 7710 Old Springhouse Road McLean, VA 22101	1	The Dikewood Corporation 1613 University Blvd., N.E. Albuquerque, NM 87102	1
Dr. Jiri Nehnevajsa Professor of Sociology University of Pittsburgh Pittsburgh, PA 15213	1	Ohio State University Disaster Research Center 128 Derby 154 North Oval Mall Columbus, OH 43210	1
Dr. Conrad Chester ERDA, Holifield National Laboratory P.O. Box X Oak Ridge, TN 37830	1	Dr. Gerald Klonglan Dept. of Sociology & Anthropology Iowa State University Ames, IA 50010	1
Mr. Walmer E. Strobe Center for Planning and Research 5600 Columbia Pike Bailey Cross Roads, VA 22041	1	General Leslie Bray Suite 1200 8301 Greensboro Drive McLean, VA 22102	1
Mr. Don Johnston Research Triangle Institute P.O. Box 12194 Research Triangle Park, NC 27709	1	Mr. Howard McClennon, President International Association of Fire Fighters 1750 New York Avenue, NW., 3rd Fl. Washington, D.C. 20006	1
Mr. Richard K. Laurino Center for Planning and Research, Inc. 2483 East Bayshore Road Palo Alto, CA 94303	1	General Manager International Association of Fire Chiefs 1329 - 18th Street, N.W. Washington, D.C. 20036	1
		Mr. Bjorn Pedersen International Association of Chiefs of Police 11 Firstfield Road Gaithersburg, MD 20760	1
		Mr. Ferris Lucas National Sheriff's Association 1250 Connecticut Ave., N.W. #320 Washington, D.C. 20036	1
		Mr. Gerald W. Collins, Exec. V.P. National Defense Transportation Assn. 1612 K Street, N.W., Suite 706 Washington, D.C. 20006	1

<u>Organization</u>	<u>Copies</u>	<u>Organization</u>	<u>Copies</u>
National Fire Protection Association ATTN: Library 470 Atlantic Avenue Boston, MA 02210	1	Mr. Robert Harker SYSTEM, Inc. 28 Aliso Way Menlo Park, CA 94025	1
National Bureau of Standards Disaster Research Coordinator ATTN: Mr. C.G. Culver Office of Federal Building Technology Center for Building Technology Washington, D.C. 20234	1	Ms. Marie Hayman International City Management Assn. 1140 Connecticut Ave., N.W. Washington, D.C. 20036	1
Command and Control Technical Center The Pentagon - BE 685 Washington, D.C. 20301	1	Ms. Claria Rubin Academy of Contemporary Problems 1501 Neil Avenue Columbus, Ohio 43201	1
Mr. Louis V. Spencer Radiation Theory Section National Bureau of Standards Building 245, Room C-313 Washington, D.C. 20418	1	Mr. Cliff McLain System Planning Corporation 1500 Wilson Boulevard Suite 1500 Arlington, VA 22209	1
National Academy of Sciences (JH-312) Commission on Sociotechnical Systems CUSEP 2101 Constitution Avenue, N.W. Washington, D.C. 20418	1	Dr. John R. Christiansen Department of Sociology 183 Faculty Office Bldg. Brigham Young University Provo, UT 84601	1
Governor Leo A. Hoegh Timpa Road Chipita Park, CO 80811	1	Dr. Abner Sachs Science Applications Inc. 1651 Old Meadow Road, #620 McLean, VA 22101	1
The Council of State Governments ATTN: Mr. Hubert A. Gallagher Disaster Assistance Project 1225 Connecticut Avenue N.W., #300 Washington, D.C. 20036	1	Stanford Research Institute ATTN: Librarian 333 Ravenswood Avenue Menlo Park, CA 94025	1
Dr. Joseph E. Minor Texas Tech University Department of Civil Engineering P.O. Box 4089 Lubbock, TX 79409	1	Mrs. Lori O'Neill DOE, ERA/OUS Emergency Electric Power Admin. (RG741) 2000 M Street, N.W. Washington, D.C. 20461	1
Dr. John W. Billheimer SYSTEM, Inc. 343 Second Street P.O. Box 0 Los Altos, CA 94022	1		

<p>UNCLASSIFIED</p> <p>SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES IN LARGE SCALE POPULATION RELOCATION</p> <p>NATIONAL CAPITOL SYSTEMS, INC. 1900 L Street, N.W., Suite 310 Washington, D.C. 20036</p> <p>Contract No.: DCPA 01-79-C-0293 Work Unit 4821H January 1981 57 Pages</p> <p>ABSTRACT This report addresses the special problems which may be faced by Blacks and other minorities in the event of a war related massive population relocation.</p> <p>UNCLASSIFIED</p>	<p>UNCLASSIFIED</p> <p>SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES IN LARGE SCALE POPULATION RELOCATION</p> <p>NATIONAL CAPITOL SYSTEMS, INC. 1900 L Street, N.W., Suite 310 Washington, D.C. 20036</p> <p>Contract No.: DCPA 01-79-C-0293 Work Unit 4821H January 1981 57 Pages</p> <p>ABSTRACT This report addresses the special problems which may be faced by Blacks and other minorities in the event of a war related massive population relocation.</p> <p>UNCLASSIFIED</p>
<p>UNCLASSIFIED</p> <p>SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES IN LARGE SCALE POPULATION RELOCATION</p> <p>NATIONAL CAPITOL SYSTEMS, INC. 1900 L Street, N.W., Suite 310 Washington, D.C. 20036</p> <p>Contract No.: DCPA 01-79-C-0293 Work Unit 4821H January 1981 57 Pages</p> <p>ABSTRACT This report addresses the special problems which may be faced by Blacks and other minorities in the event of a war related massive population relocation.</p> <p>UNCLASSIFIED</p>	<p>UNCLASSIFIED</p> <p>SPECIAL PROBLEMS OF BLACKS AND OTHER MINORITIES IN LARGE SCALE POPULATION RELOCATION</p> <p>NATIONAL CAPITOL SYSTEMS, INC. 1900 L Street, N.W., Suite 310 Washington, D.C. 20036</p> <p>Contract No.: DCPA 01-79-C-0293 Work Unit 4821H January 1981 51 Pages</p> <p>ABSTRACT This report addresses the special problems which may be faced by Blacks and other minorities in the event of a war related massive population relocation.</p> <p>UNCLASSIFIED</p>

DAT
ILMI